### BEFORE THE STATE CORPORATION COMMISSION OF THE STATE OF KANSAS

In the Matter of the Application of	)	
Midwest Power Company For	)	
A Certificate of Public Convenience	)	Docket No. 19- <u>MPCE</u> - <u>064</u> -COC
And Necessity to Transact the	)	
Business of a Public Utility In the	)	
State of Kansas.	)	

DIRECT TESTIMONY

OF

AMY G. PAINE

SENIOR VICE PRESIDENT FOR MIDWEST POWER COMPANY

August 10, 2018

#### I. INTRODUCTION

- 1 Q. PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.
- 2 A. My name is Amy G. Paine. My business address is 1000 South McCaslin Boulevard,
- 3 Superior, Colorado 80027.
- 4 Q. BY WHOM AND IN WHAT CAPACITY ARE YOU EMPLOYED?
- 5 A. I am a Senior Vice President of Midwest Power Company ("MWP") and Senior Vice
- 6 President, Asset Management of Key Equipment Finance ("KEF").
- 7 Q. WHAT ARE YOUR DUTIES AND RESPONSIBILITIES AT MWP AND KEF?
- 8 A. I am responsible for managing the equipment risk as it pertains to the acquisition and
- 9 disposition of equipment financed by KEF. This includes setting residual values,
- monitoring the value of equipment during the lease term, selling equipment to lessees at
- end of term and selling equipment in the secondary market. For MWP, my
- responsibilities are the same and limited to the 8% interest in the Jeffrey Energy Center
- 13 ("JEC").
- 14 Q. PLEASE DESCRIBE YOUR EDUCATION, EXPERIENCE AND EMPLOYMENT
- 15 HISTORY.
- 16 A. I graduated with an MBA from McGill University, Montreal, Quebec, Canada in 1977.
- My career at KEF began in 2000, in financial planning and analysis. In 2004, I was
- promoted to Senior Vice President of Global Finance and Treasury. I became Senior
- Vice President of Asset Management in 2009.

1	Q.	HAVE YOU PREVIOUSLY TESTIFIED IN A PROCEEDING AT THE KANSAS
2		CORPORATION COMMISSION ("KCC") OR BEFORE ANY OTHER UTILITY
3		REGULATORY AGENCY?
4	A.	I have not previously testified before the KCC or any other utility regulatory agency.
5		II. PURPOSE AND SUMMARY OF TESTIMONY
6	Q.	WHAT IS THE PURPOSE OF YOUR TESTIMONY AND ON WHAT SUBJECTS
7		WILL YOU BE TESTIFYING?
8	A.	I will discuss the application of MWP for a limited and contingent certificate of
9		convenience and necessity ("Certificate") to operate as a public utility within the State of
10		Kansas. Specifically, I will discuss:
11		• The history of MWP, its date of formation, organization, and business purposes, as
12		well as its relation to its parent company, KeyCorp;
13		• How MWP came to own the 8% undivided interest in the JEC;
14		• The circumstances that may require MWP to seek KCC authority to operate as a
15		public utility within the State;
16		• Why the public interest will be served by granting MWP's application for a limited
17		and conditional Certificate, including a discussion of MWP's financial viability
18		technical expertise, and managerial competency;
19		• MWP's plans to enter the wholesale electric markets in order to properly utilize its
20		8% undivided interest; and
21		• The unique timing considerations with respect to this Application and the required
22		approvals from the Federal Energy Regulatory Commission ("FERC") and the
23		Southwest Power Pool ("SPP").

#### III. INTRODUCTION OF KEYCORP AND MIDWEST POWER COMPANY

2 Q. PLEASE DESCRIBE THE PARTIES ON WHOSE BEHALF YOU ARE

3 TESTIFYING.

A.

KeyCorp is a Bank Holding Company under the Bank Holding Company Act of 1956, as amended, and is one of the nation's largest bank-based financial services companies. KeyCorp is traded on the New York Stock Exchange, has current market capitalization of approximately \$22.66 billion and consolidated total assets of approximately \$137.7 billion at December 31, 2017. KeyCorp is the parent holding company for KeyBank National Association ("KeyBank"), its principal subsidiary, through which most of our banking services are provided. Through KeyBank and other subsidiaries, we provide a wide range of retail and commercial banking, commercial leasing, investment management, consumer finance, commercial mortgage servicing and special servicing, and investment banking products and services to individual, corporate, and institutional clients through two major business segments: Key Community Bank and Key Corporate Bank.

KeyCorp is headquartered in Cleveland, Ohio and maintains business offices in 31 states where its approximately 19,000 employees are engaged in providing a variety of business-to-business and consumer lending solutions. Of these approximately 19,000 employees, approximately 500 employees are located in Overland Park, Kansas, where KeyCorp maintains a commercial real estate operations center.

#### Q. WHO IS MWP AND WHAT IS ITS RELATIONSHIP TO KEY?

A. MWP is an Ohio corporation and a wholly-owned direct subsidiary of Key. MWP was originally formed in 1985 as Centran Corporation ("Centran") and was previously a

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subsidiary of Society Corporation ("Society"). On March 11, 1987 the name was changed from Centran to MWP. When KeyCorp and Society merged in 1993, MWP became a non-bank subsidiary of Key. In order to fund leases under MWP, intercompany loans are required. MWP does not produce financial statements and the obligations it undertakes generally require KeyCorp as the parent to issue a guaranty. Prior to the Key-Society merger, MWP previously held two leveraged leases as owner participant: (1) commencing on September 30, 1987, the CEI Toledo Edison Trust A at the Bruce Mansfield Plant, which KeyCorp/MWP sold in June 2007; and (2) commencing on March 16, 1987, MWP participated as Perry One Beta Limited Partnership in a lease at Perry Nuclear Power Plant Unit 1, and thereafter sold the partnership in April 2014.

#### 12 Q. WHAT ARE MWP'S CURRENT ASSETS?

- 13 A. Currently, the sole asset of MWP is an 8% undivided interest in the JEC, which it holds 14 as the sole participant and beneficiary in a Trust for which Wilmington Trust Company 15 ("WTC") is the owner trustee. MWP acquired its interest in this Trust in 2007 via a 16 Purchase, Assignment & Assumption Agreement with Financial Leasing Corporation. 17 The remaining 92% of the JEC is owned by Westar Energy, Inc. ("Westar") (84%) and 18 Kansas City Power & Light Company (8%), which are now combined under their 19 common parent, Evergy, Inc. The 8% ownership interest in the JEC owned by the Trust 20 is currently leased to Westar. The Lease Agreement expires on January 3, 2019.
- Q. PLEASE DESCRIBE THE HISTORY OF KEY, MWP AND WTC's 8%
  OWNERSHIP INTEREST IN THE JEC.

A. The history of the 8% ownership interest is more fully described and set forth in the
Application filed concurrently with my testimony, but a brief history is as follows. On
January 13, 1975, Westar, Kansas Gas & Electric Company ("KGE"), Centel Corporation
("Centel"), and UtiliCorp United Inc. ("UtiliCorp") entered into an Agreement for the
Construction and Ownership of Jeffrey Energy Center ("Ownership Agreement"). The
Ownership Agreement established rights and obligations of the parties as owners of
undivided interests in the plant.

#### 8 Q. PLEASE CONTINUE.

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When Centel sold its electric utility operations in Kansas to UtiliCorp in 1991, UtiliCorp A. had the option to assign its right to purchase all or a portion of Centel's 8% interest in the JEC to an unrelated financial institution in a sale and lease financing transaction. UtiliCorp exercised that option by assigning its purchase rights to certain elements of the 8% interest to WTC, as owner trustee of a Trust for which Financial Leasing Corporation was the owner participant. Accordingly, on August 15, 1991, (i) Centel sold some of the generating elements of its 8% interest (sometimes called the "Undivided Interest") to WTC, as owner trustee; (ii) Centel sold other elements (sometimes called the "Support Assets Interest" and the "Site Interest") to UtiliCorp; (iii) UtiliCorp leased, pursuant to the August 15, 1991 Site and Support Assets Lease, the Site Interest and the Support Assets Interest to WTC, as owner trustee; and (iv) WTC leased the Undivided Interest and subleased the Site Interest and Support Assets Interest to UtiliCorp pursuant to the August 15, 1991 Lease Agreement (the "Lease Agreement"). The Undivided Interest, the Site Interest, and the Support Assets Interest, collectively comprise the "JEC Transferred Interest."

**AUTHORITY?** 

1		Also on August 15, 1991, Westar, KGE, Centel, UtiliCorp, and WTC entered into
2		a Consent and Assumption Agreement, pursuant to which the parties consented to the
3		transfers of the JEC Transferred Interest discussed above and acknowledged and agreed
4		to the allocation between UtiliCorp and WTC, pursuant to the Lease Agreement of rights
5		and obligations under the Ownership Agreement and Operation Agreement with respect
6		to the JEC Transferred Interest.
7	Q.	How did Westar and MWP become involved in the 8% interest?
8	A.	UtiliCorp eventually changed its name to Aquila Inc. ("Aquila") and on February 23,
9		2007, the Commission approved Aquila's transfer of its leasehold and related interests in
10		the JEC to Westar pursuant to the terms and conditions contained in the Transfer
11		Agreement between Aquila and Westar. At that time, Mid-Kansas Electric Company
12		("MKEC") was planning to acquire Aquila's electric utility operations in Kansas,
13		including the 8% JEC leasehold interest. However, pursuant to the JEC Ownership
14		Agreement, Westar had preferential purchase rights with respect to the 8% interest.
15		On September 20, 2007, Financial Leasing Corporation (the previous Owner
16		Participant in the Trust) and MWP entered into a Purchase Agreement whereby MWP
17		acquired Financial Leasing Corporation's interest in the JEC.
18 19 20		IV. WHY MWP IS NOW SEEKING COMMISSION APPROVAL TO ACT AS A PUBLIC UTILITY WITHIN THE STATE
21	Q.	GIVEN THE LONG HISTORY OF MWP'S OWNERSHIP OF THE 8%
22		UNDIVIDED INTEREST IN THE JEC, WHY IS MWP NOW SEEKING KCC

- 1 A. As noted previously, the Lease Agreement between WTC and Westar expires on January 2 3, 2019. If MWP does not extend the lease or sell its 8% interest in the JEC prior to the 3 expiration of the Lease Agreement, exclusive control over the energy and capacity 4 associated with the 8% interest will revert back to the Trust. WTC, as owner trustee of 5 the Trust, will act on behalf of the Trust with respect to the 8% interest solely at the 6 direction of MWP, as the sole participant and owner beneficiary of the Trust. At such 7 point, it is my understanding that MWP will no longer qualify for the "financial interest 8 only" exception to the definition of "public utility" under Kansas law. Since it is 9 unknown whether MWP will extend the lease or sell its 8% interest in the JEC prior to 10 January 3, 2019, and in order remain compliant with Kansas regulatory requirements, 11 MWP believes it is required to apply for a Certificate from the KCC in advance of 12 January 3, 2019.
- 13 Q. WHAT IS YOUR UNDERSTANDING OF THE "FINANCIAL INTEREST

  14 ONLY" EXCEPTION TO THE DEFINITION OF "PUBLIC UTILITY"?
- 15 A. Counsel for MWP has advised that K.S.A. 66-104 defines "public utility" as "all companies for the production, transmission, delivery or furnishing of heat, light, water or power." Though I am not an attorney, my understanding is that the KCC previously found that the owner trustee (WTC) and the owner participant (MWP) should not be considered regulated public utilities pursuant to Kansas law because the financial and leasing agreements governing the 8% undivided interest did not confer sufficient

1	managerial or operational control over the JEC interest, to amount to those parties acting
2	as public utilities. <sup>1</sup>

- Q. ONCE THE LEASE AGREEMENT EXPIRES ON JANUARY 3, 2019,
   EXCLUSIVE CONTROL OVER THE ENERGY AND CAPACITY ASSOCIATED
   WITH THE 8% INTEREST WILL REVERT BACK TO MWP, CORRECT?
- A. That is correct. Upon the expiration of the Lease Agreement, exclusive control over the 8% interest will be held by MWP, and as such, MWP will no longer qualify for the "financial interest only" exception to the definition of public utility under Kansas law.

## 9 <u>V. WHY IT IS IN THE PUBLIC INTEREST FOR THE COMMISSION</u> 10 <u>TO GRANT MWP'S REQUEST FOR A CERTIFICATE</u>

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# 12 Q. WHY DOES MWP BELIEVE IT IS IN THE PUBLIC INTEREST TO GRANT ITS 13 REQUEST FOR A CERTIFICATE OF CONVENIENCE AND AUTHORITY?

As previously noted, MWP's ownership of the 8% portion of the JEC arises from a financial arrangement entered into in 1991 by UtiliCorp, WTC, Financial Leasing Corporation (predecessor in interest to MWP), and several note purchasers. The Commission approved this financial arrangement 1991, as it facilitated UtiliCorp's purchase of Centel's public utility assets in Kansas, which the Commission found to be in the public interest at that time.<sup>2</sup> Thus, granting MWP's application for a Certificate will promote the public convenience and necessity by facilitating Kansas public utilities' access to financial markets and encouraging investment in energy infrastructure in Kansas. If MWP's application is denied, it may have a chilling effect on future sale-

<sup>&</sup>lt;sup>1</sup> See KCC Docket No. 175,456-U (91-UCUE-226-MER), Order and Certificate at ¶ 39 (Sept. 27, 1991) (hereinafter 1991 Order).

<sup>&</sup>lt;sup>2</sup> 1991 Order at ¶ 31.

- leaseback transactions and other financial arrangements in Kansas that allow public
   utilities to access capital on reasonable terms.
- 3 Q. WILL GRANTING OF THE CERTIFICATE TO MWP RESULT IN ANY
  4 OTHER BENEFITS TO THE PUBLIC INTEREST?
- Granting MWP's request for a Certificate would also continue to make the 8% undivided interest in the JEC available to serve customers through the energy markets. The 8% interest has for some time served legacy Aquila customers and most recently the customers of MKEC. MWP does not believe any benefit to the public would result by letting this 8% interest go idle. If the 8% interest is unable to participate in the electric markets due to the lack of a Certificate to operate, this would result in JEC operating at lower capacity factors. Operation at lower capacity factors result in higher operating
- 12 costs per MWh, which would be harmful to the public interest.
- 13 Q. ARE YOU FAMILIAR WITH THE STANDARDS UTILIZED BY THE
- 14 COMMISSION TO DETERMINE WHETHER GRANTING A CERTIFICATE
- 15 TO OPERATE IS IN THE PUBLIC INTEREST?
- 16 A. Yes. I understand that the Commission examines eight factors that derive from the
- 17 "Merger Standards" and also requires applicants to demonstrate that they possess the
- necessary technical, managerial and financial resources to conduct the business of a
- 19 public utility.
- 20 Q. HOW WOULD GRANTING MWP A CERTIFICATE TO OPERATE IN THE
- 21 STATE OF KANSAS SATISFY THE MERGER STANDARDS?
- 22 A. I address the Merger Standards as follows:
- The effect of the transaction on customers

1 2 3 4 5 6		As discussed above, granting a Certificate to MWP will promote continued access to the financial markets on reasonable terms for Kansas public utilities. It will also promote the efficient use of the JEC and allow MWP to make sales in the wholesale market in order to create a revenue stream to offset its share of operations, maintenance and capital costs at the JEC. The efficient use of the JEC and allowing access to a revenue stream to cover costs at the JEC is beneficial to customers.
7	•	Whether the transaction maximizes the use of Kansas energy resources
8 9		Granting MWP's application for a Certificate will enable the JEC to be operated at higher capacity factors, which maximizes the use of Kansas energy resources.
10	•	Whether the transaction will reduce the possibility of economic waste
11 12 13		Granting MWP's application for a Certificate will enable the 8% portion of the JEC to participate in the energy markets rather than going idle, thereby reducing economic waste.
14 15	•	Whether the transaction will be beneficial to state and local economies and to communities served by the resulting public utility operations in the state
16 17		It is my understanding that this factor is not relevant to this application, as no jobs will be created or lost as a result of MWP's Certificate.
18	•	The effect of the transaction on affected public utility shareholders
19 20		Granting MWP's application for a Certificate will benefit Key's shareholders, as MWP will be able to sell energy and capacity on the wholesale market.
21	•	The effect of the transaction on the environment
22 23		It is my understanding that this factor is not relevant to this application, as no new facilities will be constructed as a result of the Certificate.
24	•	What impact, if any, the transaction has on public safety
25 26 27		It is my understanding that this factor is not relevant to this application, as no new facilities will be constructed as a result of the Certificate and Westar will continue to operate the JEC.
28 29 30	•	Whether the transaction will preserve the jurisdiction of the KCC and the capacity of the KCC to effectively regulate and audit public utility operations in the state
31 32		I am not a lawyer, but I have been advised by counsel that granting MWP's application for a Certificate will ensure that the jurisdiction of the KCC is preserved

over the owner of the 8% interest in the JEC.

#### 1 Q. PLEASE DESCRIBE THE FINANCIAL RESOURCES OF MWP.

- A. The sole asset of MWP is the 8% undivided interest in the JEC. Until it is certificated as a public utility and can establish a revenue stream through the sale of energy and capacity in the wholesale market, it will have no cash flow. However, MWP is supported financially by its parent, Key, via a 2007 corporate Guaranty. KeyCorp is one of the nation's largest bank-based financial service companies, with \$137.7 billion in total consolidated assets as of December 31, 2017 and \$6.3 billion in revenue for the 12 months ended December 31, 2017.
- 9 Q. IF MWP DOES NOT HAVE SUFFICIENT CASH FLOWS TO FULFILL ITS

  10 OBLIGATIONS UNDER THE OPERATION AGREEMENT, WILL KEYCORP

  11 FULFILL THOSE OBLIGATIONS?
- 12 **A.** Yes. The Guaranty provided to MWP by KeyCorp ensures that any obligation undertaken by MWP shall be fully discharged. To the extent required, KeyCorp will modify the Guaranty to ensure that any operations, maintenance or capital expenses required to be paid by MWP pursuant to the Operation Agreement will be paid.
- 16 Q. PLEASE DESCRIBE THE TECHNICAL AND MANAGERIAL RESOURCES OF
   17 MWP.
- A. It is my understanding that in a typical application for a certificate of convenience and necessity, the applicant is required to demonstrate that it has the technical and engineering expertise to operate and maintain the relevant utility assets (*e.g.* generation, transmission, or distribution facilities). In this case, MWP is not required to possess

<sup>&</sup>lt;sup>3</sup> Attached to the Application as Exhibit C.

<sup>&</sup>lt;sup>4</sup> KeyCorp's most recent Annual Report and Form 10-K are available at <a href="http://investor.key.com/investor-overview">http://investor.key.com/investor-overview</a>.

technical or engineering expertise to operate or maintain its 8% portion of the JEC, because it will continue to be operated and maintained exclusively by Westar, pursuant to the 1978 Operation Agreement.<sup>5</sup> The history of the Operation Agreement is discussed extensively in the accompanying Application so I will not repeat it here; however, Westar as the Operator is charged with operating and maintaining the JEC in a reasonable manner in accordance with generally accepted standards of operation in the industry for projects of a similar size and nature. The Operation Agreement continues in full force and effect until there has been an abandonment of the JEC for the generation of electric power and energy. MWP does not have any day-to-day operation or maintenance obligations with regard to the JEC. All such operation and maintenance is required to be performed by Westar throughout the life of the JEC. MWP does not plan to acquire any other public utility assets and is requesting that its certificated be limited to MWP's ownership interest in the JEC. Therefore, MWP is not required to possess any technical resources in order to fulfill its obligations as a certificated public utility in Kansas.

# Q. WHAT MANAGERIAL QUALIFICATIONS AND OBLIGATIONS DOES MWP HAVE WITH RESPECT TO THE JEC?

- 17 A. While MWP does not have any day-to-day operation or maintenance obligations, MWP recognizes that it will be required to manage its interest in the JEC by exercising its rights under the various agreements and selling the energy and capacity generated by its 8% portion.
- Q. DESCRIBE MWP'S MANAGEMENT STRUCTURE AND BUSINESS PLAN FOR
   MANAGING THE 8% INTEREST IN THE JEC.

<sup>&</sup>lt;sup>5</sup> Attached to the Application as Exhibit D.

A. Since the output of MWP's 8% interest in the JEC will be sold into the wholesale market, both the Federal Energy Regulatory Commission ("FERC") and the Southwest Power Pool ("SPP") will oversee much of its operation. The day-to-day management of MWP's interest in the JEC will addressed through a contractual arrangement with a consultant who will act as Market Participant within SPP to schedule and manage MWP's energy and capacity sales from the JEC. MWP is currently engaged in discussions with various potential entities who would act as Market Participant on MWP's behalf, and hopes to negotiate the specific terms of that arrangement in the near future. In addition, MWP has engaged DAI Consultants to evaluate the value of the 8% interest in the JEC and assess the potential sale of this asset to another party. An extension of the current lease to Westar or a potential sale to Westar of the 8% interest is also a possibility.

## 13 Q. PLEASE IDENTIFY WHO AT MWP OR KEYCORP WILL HAVE 14 RESPONSIBILITY FOR MANAGING THE 8% INTEREST.

A. I will be monitoring the management of the JEC interest at MWP, along with the input of the Board of Directors. Through the Operation Agreement, Westar will continue to manage the day-to-day operations of the JEC, and, as previously noted, sales of energy and capacity will be via a Market Participant acting on MWP's behalf.

### VI. OTHER REGULATORY APPROVALS AND REQUEST FOR <u>EXPEDITED TREATMENT</u>

#### 22 Q. HOW WILL MWP'S RATES BE REGULATED?

- 1 A. Again, I am not an attorney, but I understand that FERC will have exclusive jurisdiction
- 2 over the wholesale rates charged by MWP. MWP will not have retail territory in Kansas
- 3 and does not plan to make any retail sales.
- 4 Q. PLEASE DISCUSS THE PROCESS FOR OBTAINING THE NECESSARY
- 5 APPROVALS FROM FERC.
- 6 A. In order for MWP's 8% undivided interest in the JEC to participate in the wholesale
- 7 electric markets, MWP will need to obtain certification as an Exempt Wholesale
- 8 Generator ("EWG") market-based rate authority from FERC. As explained in the
- Application, MWP's self-certification as an EWG must contain determinations from the
- 10 KCC that allowing the facility to be an eligible facility will benefit consumers, be in the
- public interest, and not violate state law. MWP requests that the KCC make such
- determinations in this docket, consistent with the justifications for granting a state
- certificate of convenience and necessity.
- 14 Q. HOW WILL THE 8% INTEREST BE REGISTERED AT SPP?
- 15 A. The entity that MWP engages to serve as Market Participant will register the 8% interest
- at SPP. MWP plans to engage an established Market Participant and the JEC is an
- existing resource, so we do not expect any delays with the registration process.
- 18 Q. WHY IS MWP REQUESTING EXPEDITED TREATMENT OF ITS
- 19 **APPLICATION?**
- 20 A. In light of the fact that the lease expires on January 3, 2019, MWP respectfully requests
- 21 that the Commission and its Staff complete its review and analysis as expeditiously as
- possible so that MWP may take all other necessary steps to operate as a public utility
- within the State of Kansas on January 4, 2019. Accordingly, MWP respectfully requests

- 1 that the Commission issue its Order on this Application by December 14, 2018, in order
- 2 to provide sufficient time to secure EWG certification from the FERC before January 4,
- 3 2019. MWP commits to working diligently with the Commission Staff to provide all
- 4 requested or required documentation in order to assist with the Commission's review.

### 5 Q. DOES THAT CONCLUDE YOUR TESTIMONY?

6 A. Yes, it does.

#### **VERIFICATION**

#### STATE OF COLORADO) COUNTY OF BOULDER)

I, Amy G. Paine, being duly sworn, on oath state that I am the Senior Vice President For Midwest Power Company, that I have read the foregoing testimony and know the contents thereof, and that the facts set forth therein are true and correct to the best of my knowledge and belief.

By: May G. Paine

The foregoing pleading was subscribed and sworn to before me this August 10, 2018.

Notary Public

My Commission Expires:

0-18.2020

HILARY A NIEMAN

State of Colorado Notary ID # 20164039827 My Commission Expires 10-18-2020

Notary Public